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MANPOWER ADMINISTRATION

The Job Corps At Ten

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Happy Birthday

Take your average 10-year-old—lively, eager to try new experiences, looking to the future with enthusiasm, fun to be with, but at times trying. That's Job Corps at 10, one of the most successful—and controversial—of the Nation's manpower programs.

At the beginning, many thought it wouldn't last. But Job Corps has not only survived since 1965; it has prospered, amassing as assets the life-changing effects it has had on its half-million enrollees.

To mark its first decade, Job Corps elected to a Hall of Fame 10 Corpsmembers who typify the attitudes, experiences, and strengths of the whole Corps. These young men and women are sketched on the cover of this issue. Their achievements have many elements in common: Rising above difficult home environments; overcoming language problems; persevering in career training. But each overcame the difficulties in a distinctive way. After completing Job Corps training one went on to become the first black woman parole officer in Richmond, Va. Another, making 42 cents an hour when she enrolled, now earns $11,000 a year as a Government contract assistant. Another, speaking no English when he entered Job Corps, mastered the language and became president of the student government. Each story is different, each, heartwarming. And that reflects one of the secrets of Job Corps' success—a flexible program of education and training that recognizes both common needs and individual differences.

The spirit of Job Corps and its 20,000 current enrollees was well expressed at the anniversary celebration in Washington by Danilo Pena, a Corpsman from Brooklyn who said: "A man is not free until he can make decisions; and he can't make decisions until he has an education."

For more on Job Corps, see Tom Shales' article beginning on page 2.

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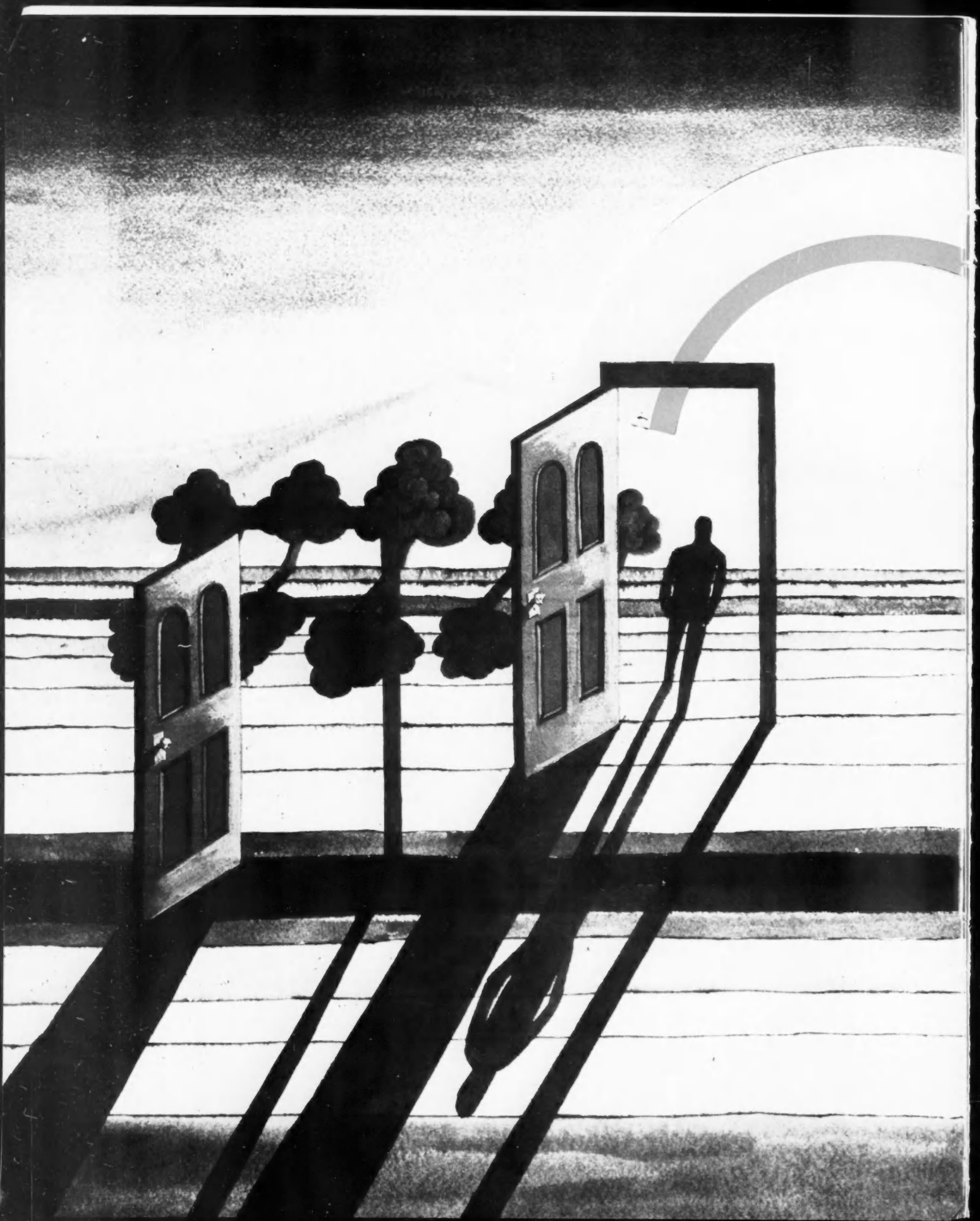


The Job Corps at Ten

by Tom Shales

Half a Million Members, Many Program Changes Mark the Job Corps' First Decade

Some said it wouldn't work. Some said it wouldn't last. But the Job Corps recently celebrated its 10th birthday. One decade and half a million Corpsmembers after it was born, the Job Corps can boast not only of survival, but also of success.

It has worked, and it has lasted.

Although Job Corps has gone through many changes during 10 generally change-wracked years, it is still doing basically what it set out and was set up to do. According to the language of Title I of the Economic Opportunity Act of 1964, the Job Corps' goal was "to prepare for the responsibilities of citizenship and to increase the employability of young men and women aged 16 through 21. . . ." Exactly how that should be done is one of the things about Job Corps that has changed, but that it should be done has never been a matter of any doubt.

Over the years, the Job Corps' mission has been stated in different ways that actually differ very little, at least in essence:

". . . To provide intensive programs of education, vocational training, work experience, counseling, and other activities in either a residential or nonresidential setting for low-income, disadvantaged young men and women. . . ."

". . . A total program of human renewal . . . the first Federal manpower program to give a significant operational role to industry and voluntary agencies . . . the only comprehensive manpower program which equates improved literary skills and personal/social development with vocational training . . . one of only two Labor Department programs that deal exclusively with 16- to 21-year-old youth. . . ."

That's the Job Corps in more-or-less official Washington bureaucratese. But there is another way of putting it:

"You have given me respect and understanding toward others and, most of all, respect toward myself."

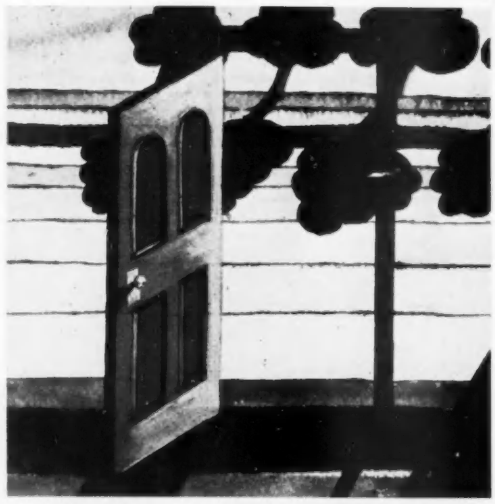
That's a former Corpsman writing back to his instructors at a Job Corps center and thanking them for their help.

If the Job Corps' objective, however phrased, has not changed, the methods have. "Experience is the best teacher" might make an operative cliche not only for what Job Corps aims to do for the disadvantaged young people who sign up, but also for the organization's own ability to learn from and overcome problems that have surfaced over its 10-year history.

Probably the most dramatic change in the history of Job Corps came on July 1, 1969, when the Corps was transferred from the Office of Economic Opportunity (OEO) to the older, established U.S. Department of Labor's Manpower Administration. With that shift, Job Corps became allied with the battery of manpower programs already operating.

The concept of Job Corps as a residential training and education program remained constant, with most centers continuing to be responsible for the enrollees 24 hours a day during the training period. New Residential Manpower Centers (RMC's) and Residential Support Centers (RSC's) were opened

Tom Shales is a freelance writer.



Job Corps

for training and education not far from Corpsmember's own backyards.

In recent years, other new ideas within Job Corps have been activated to help increase its efficiency. While the size of the total program has decreased since 1969, ways have been found to improve and strengthen it through applied imagination.

Coeducational centers are among the latest concepts for Job Corps. In addition to men's centers and women's centers, there are now facilities for both men and women. Centers in Phoenix, Ariz.; Detroit, Mich.; Los Angeles and San Jose, Calif.; Keystone, Pa.; and Portland and Angell, Oreg., are now coeducational and others will follow.

And in keeping with far-reaching changes in society as a whole, Job Corps is experimenting with new vocational training programs for women. That means that women at Job Corps centers will be able to learn not only secretarial skills and other traditional women's vocations, but also have access to training for jobs once considered men's work. At Excelsior Springs, Mo., and at McKinney, Tex., women can learn welding, and at the Keystone, Pa., and the Phoenix centers, a new union training program in construction trades has been made available to women.

While implementing these and other new ideas to maintain the program's relevance, Job Corps officials continue the concepts that have proved themselves over the years—like the union training programs. Construction trade unions train youth in all the Corps' Civilian Conservation Centers and assist them in job placement after they leave the Job Corps. The AFL-CIO Appalachian Council trains all youth enrolled at the Pittsburgh, Pa., center. The construction unions and the National Association of Homebuilders have combined their efforts to provide training at the Woodstock, Md., center. The Marine Cooks and Stewards Union, at Santa Rosa, Calif., trains men and women in culinary arts. The Brotherhood of Railway and Airline Clerks trains men and women at Cleveland, Ohio; Tulsa, Okla.; Charleston, W. Va.; Los Angeles, Calif.; and Excelsior Springs, Mo. This ongoing effort to open the door to union apprenticeship and jobs is considered one of the Job Corps' major successes.

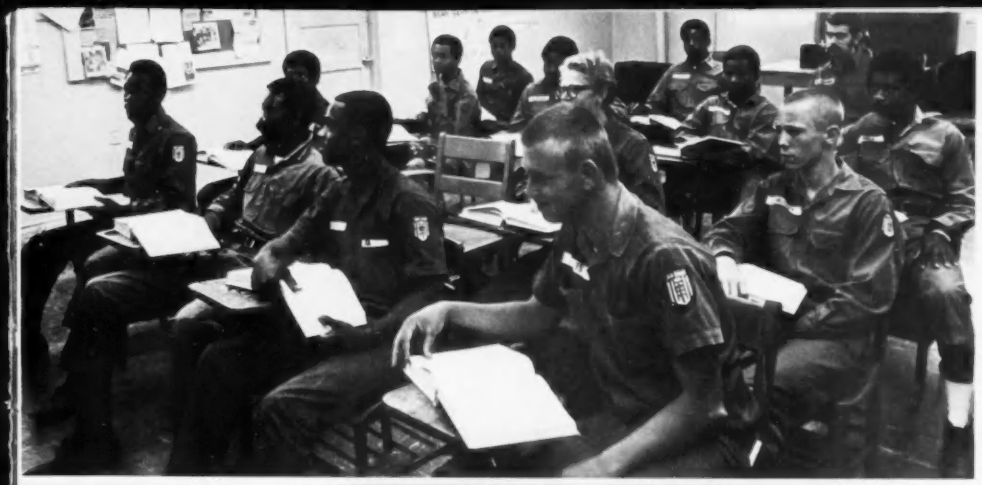
It wasn't that long ago that Job Corps itself was a new idea, and a largely untested one. But even this new idea had its antecedents—primarily in the Civilian Conservation Corps of the depression thirties. Among the things Job Corps took from that program were its initials—CCC became the abbreviation for Civilian Conservation Center, one of the three basic types of centers set up by the Job Corps when it started. The others were men's centers and women's centers, both located in urban areas as opposed to the rural—sometimes wilderness—setting of the CCC's.

Mandate From Congress

The CCC's, unlike the other centers, carry a special mandate from Congress to contribute to the conservation, development, and management of public national resources and recreational areas. To date, CCC enrollees, working under the direction of union instructors, have contributed more than $150 million worth of projects to the Nation.

The Job Corps' history can be traced back to 1959, when a Labor Department study began to examine a Senate-proposed youth conservation corps. Young people would be recruited for the corps, it was projected, and the centers would be run by the U.S. Departments of Interior and Agriculture. The idea was kicked around for the next few years. Then, in 1964. two task forces assigned by President Lyndon B. Johnson created Job Corps—partially from those early conservation corps plans—as part of the War on Poverty.

The idea might not have become a reality except for the cooperation of two important forces—the Defense Department, which offered the use of aban-



doned World War II and Korean Conflict military installations to be used as Job Corps centers, and a number of private industrial firms, which would eventually help operate, under contract, many of the centers. Job Corps centers were soon set up in places with such American-exotic names as Tongue Point, Oreg.; Kicking Horse, Mont.; Oconaluftee, N.C.; and Arecibo, Puerto Rico.

As for the actual birthday of Job Corps, that probably would be January 15, 1965, when 30 young men—chilled, frightened, and hopeful—arrived at Camp Catoctin in the Appalachian foothills of western Maryland to begin their training. Sociologically and emotionally, they were a long way from Baltimore, their home, and with their arrival at Catoctin, the Job Corps was off the drawing board and into reality. To these young men and the thousands of young men and women who would follow them, Job Corps represented a "last chance." The public school system had failed them—or they had failed within it—and society had largely given them up for lost. If they could hack it—and some, unfortunately could not—Job Corps could rescue them from despair and disaster even as they were at the brink.

At the very least, it would try.

But the early months, and years, were troubled. "Of all the OEO programs," wrote columnist Colman McCarthy, "Job Corps was destined to become the most picked on." Some opposed it on ideological grounds. Others seized on isolated incidents of center violence as reason enough to condemn the program just as it got underway.

In truth, there were problems at Job Corps centers, but fewer, apparently, than many believed. When *The Washington Post* sent reporter John J. Carmody to look at Job Corps centers after the program was a year old, he found more signs of encouragement than he had been led to expect.

"A generally unfair 'image' of the Corps has preceded it all over the country," Carmody wrote. "The behavior and morale of these first 13,250 youngsters in the camp have been generally much better than expected, and far better than adverse publicity has made it appear."

Carmody found some reports of trouble highly exaggerated. "Camp incidents involving recruits have received national publicity often out of proportion," he wrote. "A recent 'racial incident' at the Tongue Point, Oreg., installation was nothing more than a fist fight among four youth."

Though he found much to criticize

Job Corps

after the first year of Job Corps, Carmody also found that 44 percent fewer Job Corps youth are being arrested than from any comparable group in their age brackets on the "outside."

Another common complaint about the Job Corps was that it cost too much. In a rather classic case of misleading with statistics, it was claimed that the annual cost of training a Corpsmember was three times that of a year at Harvard. But the comparison did not take into account that the Harvard figure covered only 9 hours of schooling per day (not 24 hours of training, education, food, and shelter) and that the Harvard student's tuition is heavily complemented by private endowment and State aid, making the true cost much higher.

Also ignored in the argument, Job Corps' defenders pointed out, was the high cost to society of the dropout who didn't get Job Corps training and ended up, perhaps, on the welfare rolls.

Volunteers Build Goodwill

Although a touchy issue, community antagonism to a Job Corps center was hardly universal. And where it existed, Corpsmembers often were able to defuse it. They brought themselves into the community by volunteering to work with the handicapped in San Francisco; helping at a home for the mentally retarded in Custer, Mich.; shopping for elderly people unable to shop themselves in Cleveland; setting up a babysitting service in Excelsior Springs, Mo.; and sponsoring a Little League team in Oak Glen, Calif.

The steps Corpsmembers took to help themselves were augmented by community groups that emerged to help them make their way back into society, and jobs, after Job Corps training. Organizations such as Women in Community Service (WICS), Joint Action in Com-

munity Service (JACS), Graduate Aid to Employment (GATE), and others helped insure that Corpsmembers would not be stranded once their training ended.

While Job Corps has been refined and restructured during its history, the typical incoming Corpsmember has remained essentially the same in at least one respect: He or she is from the lowest end of the socioeconomic spectrum and risks remaining there permanently, unless helped out.

Profile Shows Problems

Job Corps draws trainees from many geographical and ethnic groups, but a profile of the typical recruit—based largely on data from fiscal year 1974—looks like this:

Under the age of 18 with no more than 11 years of school and a sixth-grade reading level, he has been unemployed for 27 weeks or more—or has never held a job. He comes from a broken home with an annual family income of less than $5,000 and lives in substandard housing. He was forced to leave school because his family needed economic support or because his grades were poor; and, if eligible for military service, he could not pass the induction test for physical or mental reasons.

Columnist McCarthy observed a typical group of Job Corps recruits arrive at a center and later wrote "Jobs Corps is a last-stand try at restoring the minds, bodies, and spirits of youth that other programs can't or won't bother with."

It is not melodramatizing to say that for thousands of Job Corps enrollees, the program represents a final, urgent opportunity. Letters from Corpsmembers who have been graduated from the program stress the degree of hardship before Job Corps and the sense of encouragement after. Job placement has

Job Corps

been high, even though the placement rate is affected by factors over which Job Corps may have no control. But perhaps as important for Corpsmembers as finding jobs is finding hope, finding themselves.

One Corpsmember confessed not so long ago that before joining Job Corps he'd been a vandal in the streets of Houston—smashing as many as 200 windows in a single day. A few years later—and after training at a Job Corps center by a dedicated coach—George Foreman found himself the heavyweight champion of the world.

That was an exceptional case, of course, but significant for Corpsmembers hoping for results less spectacular but perhaps no less fulfilling. To discover that you are indeed somebody, with the capability of coping on your own and surviving within a system that had seemed indifferent or hostile, is hardly a tiny revelation.

It is a turning point.

Classes Are Individualized

While learning a trade is crucial to reaching that turning point for Corpsmembers, education is also important. A primary goal of the education program is to bring all Corpsmembers to the seventh-grade reading level. But math and language skills, consumer education, health and hygiene, physical education, and—for Spanish-speaking participants—English as a second language are also part of the program at the centers. These subjects are taught in a flexible, self-paced, individualized way so that students can begin and proceed at their own speed.

The Job Corps education program has developed to the point that other institutions are trying it. School systems in several major cities are using it to retrieve potential dropouts before they drop; nearly 300 public school systems have sent teachers to serve in Job Corps centers so they can learn from the education program's teaching methods; the U.S. Air Force adapted the Corps' reading program for personnel unable to read above the sixth-grade level; and student teachers in many States are earning college credits by student teaching at Job Corps centers.

For many Corpsmembers, the goal of the education program is to pass the GED (general educational development) test and get the high school equivalency certificate that goes with it. Corpsmembers often cite the GED as their most immediate ambition when asked for future goals. The GED nullifies their dropout status; it lets them back in.

Statistics on placement, wages made by Corpsmembers after they graduate, numbers of enrollees who stick it out rather than drop out, and the lowering cost per trainee—these figures help compose a profile of Job Corps that indicates success in the most definite vocabulary possible: Numbers.

In fiscal year 1974, for instance, the Job Corps placement rate rose 9 percentage points from the previous year to

Walking Tall

"If it weren't for the Job Corps I'd still be a bum, now I'm someone."

This is an excerpt from one of the torrent of letters that over the years has poured back to the staff of Job Corps centers from the young men and women they taught—and from their parents, as well. Most are full of enthusiasm for the new life Job Corps helped them find, with expressions of thanks to those who helped them find it. (Names and places have been changed.)

"Hi fellas," one letter starts, "I'm out on my own now, and thanks to Mr. Owlsley and other responsible people I believe I going to make it. I'm here in Kansas City on the job running a turrent lathe bigger than any I've seen. When I first saw it I got scared but they explained all of the operations to me and now I can even set up my own operations. The plant superintendent say I doing fine so you don't have to worry about me pulling down the good name of the Job Corps. Fellas I would like to say this. You've got a good thing, *so don't mess it up. You've got the best of instructors and counselors. They are there to help you. I can surely say they've helped me. I'm working 50 hours a week and I like it especially payday."*

Another appreciative graduate wrote:

"I would like to thank all of you who took so much of your valueable time to help me and had confidence in me. Due to the time that I spent in the Data Processing office I have been able to land a good job in one of the city's better banks, with a real chance for advancement.

"Please give my best reguard to Don who helped me a lot and Ella for fussing when I made too many mistakes."

Many of the letters reflect the personal bond that is built up between instructors and trainees:

"Though I have not been here long, I have experienced a great part of life itself. You have made me understand a little more about myself and my abilities and I sincerely thank you. You have given me respect and understanding toward others and, most of all, respect toward myself."

One youth, in a note inviting his former instructor to his wedding, said:

"I'll never forget how you made me act like a man."

"Mr. Andrews," another letter goes, "I am extremely grateful for your understanding and putting up with my mistakes, and for taking me in consideration and letting me train there in your department. Also, your fine letter of recommendation is what did the trick for me."

Even some of those who "failed" appeared to have gained something from the experience:

"My name is Tillie Coffman and my son Jackie has just told me of the reasons he kicked out of the Job Corps. I no it was hard for him to do but I am proud of him for telling me of the bad things he do and I no you are to. He told me also of the man you are of no matter what you have to do or what time you always have time to talk. He say you walk tall for a short white man, and you walk with pride with my son when you travel with he. I no want you feel bad for kicking out my Jackie. He four times better boy now when left."

Other letters tell of the hardships Job Corps youth have suffered:

"This is a very difficult letter for me to write but I guess it has to be done so here goes. I am writing to tell you that I am not returning to the Job Corps because I cannot find anyone to take care of my baby. You see my real mother died Christmas morning and now life just isn't what it use to be. I never knew her too well but after all she was my mother. She died of throat cancer. The lady I was staying with is not my real mother. All facts are clearly brought out now. So now I am going to stay here and raise my little girl. I don't want her thinking someone is her mother when I am. She would probably never forgive me for giving her to someone else.

"P.S. I wish I could return—if I could I truly would—I miss my home (smile)."

The demands a poor family puts on its children are revealed in a young man's letter to his parents, a copy of which he showed his counselor:

"I have been thinking how I am going to tell you that I am not coming home. I no you and Dad is going to hate me, but I am going to try and get my school diploma and my forestry diploma. I no that you think I am a rat staying here, but I would be no good there, because time you take half the money and I take half there wouldn't be anything left. I will keep sending you money every two weeks. I no you will take it hard, but I am not going to be a busboy all my life. I will try hard for a raze than I can send more money home. It is making me unhappy to know the family is without food and Dad is without a job. I will send ten dollars or more. But half will be for the kids."

Although they may vary widely in grammar and spelling, letters from parents share a common theme of appreciation for what Job Corps has done for their children:

"i recevied your letter a few days pas and i do arpreacheat you in formin me about the wonderfull things that my son is doring trying to get himself a head in the Business world you all sure makeing a man out of my son i do atmire him very much and he nose it."

A mother and father wrote:

"This is but a feeble attempt to express our thanks and appreciation for the training our son received. You literally saved his life, for before he entered the Job Corps he used to say that the only way he could ever have anything was to steal it. He could have ended up in prison—or worse."

Another set of parents put their feelings this way:

"Words are too inadequate for us to express our appreciation for what you have done for our son Dennis. He has been with you only a few months and you can't know what it meant to us to see him so relaxed and responsive while he was home. To have him sit down and talk to us and discuss his school work and his future, is in itself a big step forward. He would never talk over his school problems with us. The only thing he ever would say was, 'I hate school.' He told us that there is plenty of opportunity there if you want to take advantage of it. If you want to get into trouble and get kicked out, you can do that too. This is so different from his former attitude. We sent you a boy and you returned a man." □

94 percent of those who left the Corps and were available for placement. Placement includes those who get jobs, join the Armed Forces, or return to school.

But numbers are cold evidence compared with the human kind. For those who work with and believe in the Job Corps, a single individual success story can be more convincing proof of accomplishment. Many Corpsmembers supply such stories; they leave the centers, return to the outside world, and write back to the people at Job Corps. They say "thank you," and they mean it.

They also write back to tell those still in training, still learning a vocation, and struggling toward a GED, to stay with it. "You've got a good thing," one ex-Corpsman wrote to his friends back at the center, "so don't mess it up."

Today there are 61 Job Corps centers operating in 31 States and the Commonwealth of Puerto Rico. They are capable of training 20,533 youth at one time. The budget for fiscal year 1975 for the Job Corps is $175,508,000. Since its inception, the Job Corps has trained more than half a million Corpsmembers who came from all 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

What has kept the program going, in addition to that stubborn necessity—money— is the persistence and dedication of Job Corps instructors and counselors and, indispensably, the perseverance and resilience of spirit of the Corpsmembers themselves. When best intentions are met with dogged enthusiasm, the result has to be beneficial, and the majority of Corpsmembers have proved themselves determined to make the last chance pay off. □

Women Shipbuilders: Just Doing A Job

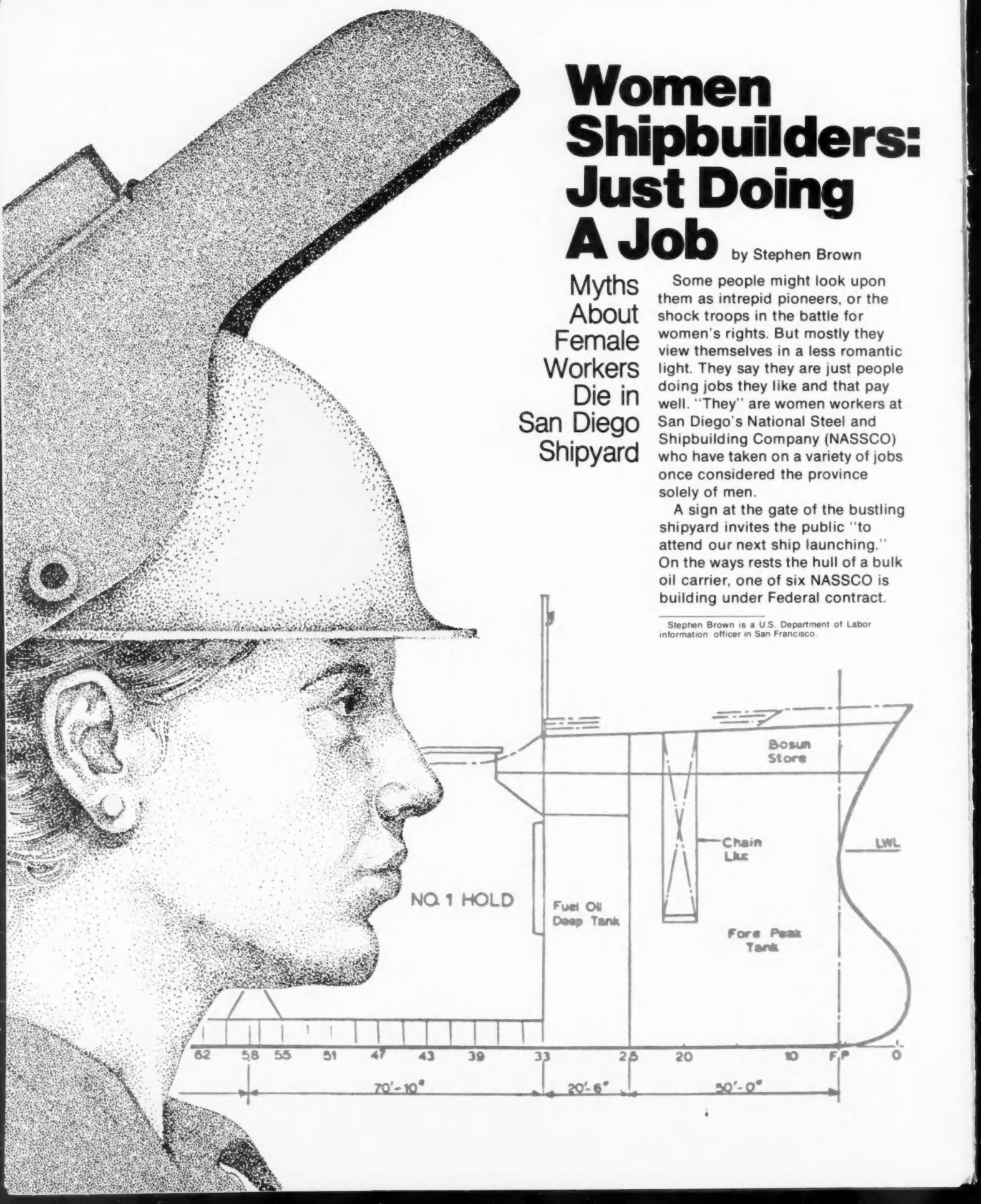
by Stephen Brown

Myths About Female Workers Die in San Diego Shipyard

Some people might look upon them as intrepid pioneers, or the shock troops in the battle for women's rights. But mostly they view themselves in a less romantic light. They say they are just people doing jobs they like and that pay well. "They" are women workers at San Diego's National Steel and Shipbuilding Company (NASSCO) who have taken on a variety of jobs once considered the province solely of men.

A sign at the gate of the bustling shipyard invites the public "to attend our next ship launching." On the ways rests the hull of a bulk oil carrier, one of six NASSCO is building under Federal contract.

Stephen Brown is a U.S. Department of Labor information officer in San Francisco.



Equally owned by Kaiser Industries Corp. and Morrison-Knudsen Co., NASSCO and its more than 4,000 employees are enjoying boom times—contracts total more than $500 million and 19 ships are under construction or on order.

Eighteen-year-old Robyn Roose has been working here 8 months. She makes $3.95 an hour training to run a behemoth machine that bends a section of steel pipe 2 feet in diameter as if it were a soft pretzel.

"I love it here," she remarks, as she brushes back the long blonde hair that tumbles out from beneath her hard hat. Back home in Ashland, Ohio, she drove a commercial garbage truck for her father. She came to San Diego to visit but decided to stay a while. A cousin who works at the shipyard suggested she apply, and she got the job.

"Most of the guys like the idea of a woman working here," she says with a smile. "The majority of my friends think it's all right. But some of the others say 'no way.' "

Ms. Roose is one of more than 100 women NASSCO has hired since January 1973 to fill nontraditional jobs. They work as burners, welders, ways operators, pipefitters, sheetmetal workers, forklift operators, carpenters—just about any job in the yard except shipfitters. The last is grueling work that involves lugging 80 pounds of equipment up and down ladders. It takes a superman—or a superwoman—to do the work, says Arthur Clark, NASSCO personnel manager. The job is open to women, but the company has yet to find one qualified.

When the women first joined NASSCO, Clark candidly admits the company had reservations about hiring them for jobs only men were supposed to be able to do. But he and other company officials and the men working in the yard soon changed their minds. Now, the company's hiring policy states that all applicants get an equal chance to prove they are qualified for any job in the yard.

"We want to make sure they're physically able to do the work," Clark says. "A woman applying for a job as a shipfitter has to pass the same test as a man. It's no problem—we'll hire a woman to do any job in the yard if she proves she can do the work."

As a result, some myths about women workers have slid down the ways. Clark—and male welders—soon found that women make excellent welders. "You can't beat a woman welder," Clark says. "She's more artistic. The other day I assigned some women as welders to a foreman, and yesterday he called me on the phone and said he could use four more just like them."

In the carpentry shop, Superintendent Dan Pugh has nothing but praise for the three women working for him. "I was skeptical myself when they first started. But I've been cured. Each person, man or woman, should be able to do whatever he or she wants."

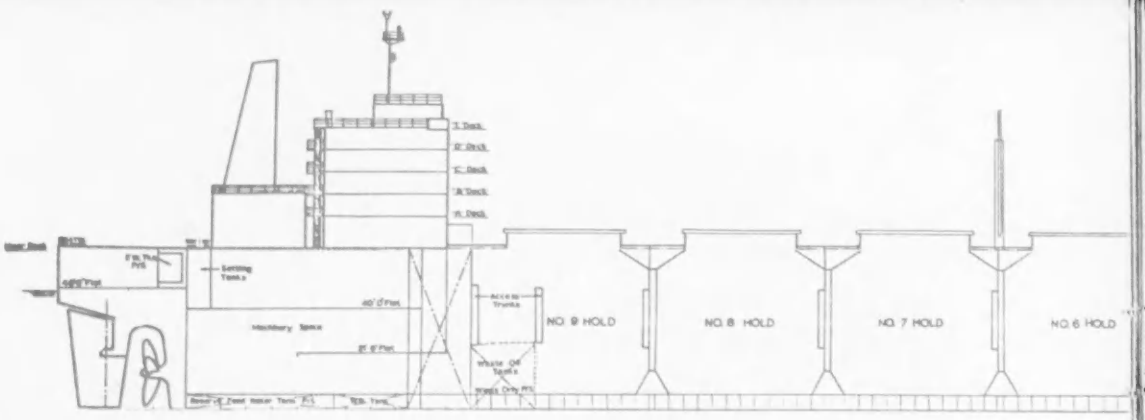
The three women, all in their 20's, feel they are just doing a job. "It has nothing to do with women's lib," says 21-year-old Diane Harper. "I just feel that I can do the job."

"At 3:30 when I get off work I'm a woman," adds Cynthia King, 26. She formerly worked as a bookkeeper but quit because "it doesn't pay." Her brother-in-law is a carpenter, so she decided she might also like the work. She is making $4.87 an hour.

The push for job equality for women got a boost from the civil rights movement of the 1950's and 1960's. Congress passed laws and the executive branch issued orders banning sex discrimination. The responsibility for administering two such measures was assigned to the U.S. Department of Labor. The Equal Pay Act of 1963 requires employers to pay men and women equally for equal work. Executive Order 11246 was amended by Executive Order 11375 (effective October 13, 1968) to prohibit employment discrimination by Federal contractors because of sex as well as race, color, religion, and national origin which previously had been covered.

A third measure, the Civil Rights Act of 1964, is administered by the Equal Employment Opportunity Commission. It forbids discrimination on the basis of race, color, religion, sex, and national origin by employers of 15 or more workers.

But the women's rights movement provided the catalyst. The questions the movement posed, and the inequities it spotlighted, made government, private industry, and society—men and women—reexamine their attitude toward women's role at home and on the job. As a result, government and private industry are hustling to open more jobs—including nontraditional occupations—to women.



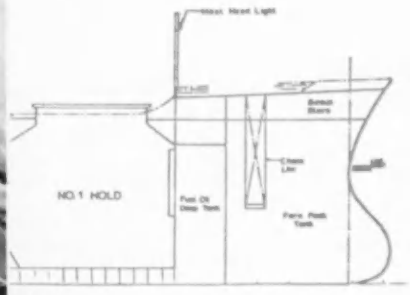
Women Shipbuilders

Last summer the Nation's largest private utility, American Telephone and Telegraph, and the world's biggest bank, Bank of America, settled sex discrimination charges against them. The telephone company settled Federal charges against it by agreeing to grant $7 million in back pay to 7,000 women management employees and adjust wages by $23 million over the next year to compensate for pay discrimination. The Labor Department was a plaintiff in the Government suit. Bank of America, without admitting guilt, signed a consent decree pledging to increase the percentage of management employees who are women and to open its management training program to more women.

The Labor Department's commitment to expanding women's job opportunities was sounded last May by Secretary Peter Brennan. "The 'men only' signs must come down," he said. "Sex should not be a job ability criterion."

It isn't for Donnie Malone. Taking a break from her job at NASSCO, she leans back in a chair and removes her hard hat. A divorced mother of six children, she was on welfare when she was placed in a job training program through SER-Jobs for Progress, Inc., a major sponsor of Manpower Administration-funded programs in San Diego. Ms. Malone was trained as a welder at the South Bay Trade School; after graduating first in her class, she was hired by NASSCO. She makes $4.66 an hour.

Trainee Clara Beeman (left) makes a weld under instructor Spencer's supervision.



one of the six unions that represent NASSCO workers. Ken Mallett, business manager for the largest union, Local 627 of the Ironworkers, says about 35 of his 2,100 members are women. New members enter either as journeymen or helpers; the union has no apprenticeship program.

The men and women "get along fine," he says. "There are no problems. The men have accepted them." That doesn't mean things are perfect, however. A group of men recently filed a grievance complaining that a woman working in the pipefitting shop was getting "special treatment." "But that's the only one I know of," Mallett says. Some long-time employees at NASSCO also complain when a woman who's just been trained as a welder is hired at the same wage they're paid. But the union's contract doesn't provide for any step increases for years worked, Mallett says. Besides, the same complaint is voiced about any new worker—man or woman.

At 4:15, a whistle blows and workers on the day shift drop what they are doing and race for the gates, dodging the swing shift employees just arriving for work.

As Donnie Malone walks toward the gates, she laughs as she recalls how some friends reacted when she told them about her job. "I had gone to dental school to become a dental assistant. When I started working here, they said, 'You mean you gave up all that for this?' "

Does she mind the physical labor of her job?

She displays her dirty hands and says, "Not as long as I can buy any kind of soap I want." □

Cindy Rogers works as a burner at the shipyard, where women hold all yard jobs except shipfitter.

It is dirty work, and when she started her children were concerned it might be too hard on her. But she says she likes her job. "I'm glad I'm out making enough that we can live comfortable for a change."

South Bay has trained more than 1,500 people who have found jobs at NASSCO. The school actively recruits women for any of its 45 courses. In addition to its agreement with SER, South Bay also has trained students under contracts with Project JOVE (a San Diego-based organization to rehabilitate ex-offenders), the Work Incentive Program, the Manpower Development and Training Act, the California Department of Rehabilitation, and the California Economic Development Department. After trainees complete their course, meet NASSCO's entry-level hiring requirements, and are cleared for Government work, they are qualified for employment at NASSCO.

Depending on what job they do, new employees are required to join

Welder trainees (left to right) Vicky Taylor, Gwendolyne Ferguson, Diane Hicks, and Gloria Ramirez are among NASSCO shipyard employees who are helping to kill myths about the abilities of women workers.

Words & Figures

Manpower Program Enrollments

More than 1.9 million people enrolled in manpower training and work-experience programs administered by the Department of Labor during fiscal year 1974, the year before Federal manpower training programs were decentralized and decategorized. Enrollments were about 400,000 higher than in fiscal year 1973, but 55,700 less than the total for fiscal year 1972, when new enrollments reached the highest point in the 12-year history of manpower programs.

The total number of individuals served by Department of Labor manpower programs in fiscal year 1974 dropped from the previous year, however, continuing a decline which began in fiscal year 1973. Figures for new enrollments and total enrollees served differ because of carryovers from previous years. Some 641,800 persons who enrolled during fiscal year 1973 continued to be program participants in fiscal year 1974, making the total number of persons served last fiscal year 2,559,500. This was about 5 percent less than the number served in fiscal 1973, when the total included over a million persons who had enrolled the previous year.

Despite the overall drop in enrollees, participation in four programs grew during fiscal year 1974. The largest increase was for the Work Incentive (WIN) Program, whose 524,500 participants represented a gain of 168,100 over the previous year. The number of persons employed by State and local governments rose by 123,300, and smaller increases were reported by the Construction Outreach Program and Operation Mainstream.

The largest over-the-year drop occurred in the NYC summer program when 558,800 teenagers were enrolled compared with 909,200 in the previous year. Significant declines also were recorded in the Job Opportunities in the Business Sector (JOBS) Program, the Jobs Optional Program (JOP), and Public Service Careers (PSC), all of which stress on-the-job training. The total number of persons receiving training in JOBS, the largest of the three programs, slipped 35,600, going from 77,800 to 42,200. Comparable figures were 52,500 and 29,700 trainees in fiscal year 1974 and 65,100 and 47,200 in fiscal year 1973 for JOP and PSC, respectively. The MDTA-Institutional Program, with a fiscal year 1974 enrollment of 152,800, served 25,100 fewer trainees than during the year before.

Enrollment in Department of Labor Manpower Programs

	Number of enrollees as of 6/30/73	New enrollees FY 1974	Total enrollees FY 1974	Total enrollees FY 1973
Total	641,800	1,917,700	2,559,500	2,641,500
Work Incentive Program	171,400	353,100	524,500	356,400
Concentrated Employment Program	25,700	70,100	95,800	105,100
MDTA-Institutional	42,400	110,400	152,800	177,900
Job Corps	17,700	45,600	63,300	66,100
Job Opportunities in the Business Sector	13,000	29,200	42,200	77,800
Jobs Optional Program	11,500	41,000	52,500	65,100
MDTA On-the-Job Training	7,600	22,100	29,700	34,600
Construction Outreach	58,700	70,700	129,400	115,800
Public Service Careers	20,100	9,600	29,700	47,200
Public Employment Program	201,000	268,900	469,900	346,600
Comprehensive Manpower Plans	1,900	43,000	44,900	Not in operation
Neighborhood Youth Corps				
In-School	0	163,400	165,400	165,300
Summer	11,700	577,100	588,800	909,200
Out-of-School	34,200	71,600	105,800	115,000
Operation Mainstream	24,900	41,900	66,800	59,400

Equal Opportunity For Disabled Veterans?

by John Richards

Despite Efforts In Their Behalf, Many Disabled Vietnam-era Veterans Are Unable to Find Jobs

"Does anybody really give a damn, or are our problems just a 'good cause' to discuss?"

A young man posed this question to researchers studying the employment problems of disabled Vietnam-era veterans.

"I certainly hope the survey you are conducting will help some of us disabled veterans," he said. "There are many veterans with the same problems I face; future uncertain, but still trying. We delivered when called upon to do our 'duty,' now we are asking your help." Hundreds of other disabled veterans expressed similar frustrations over their inability to find work.

The Federal Government has a long-standing tradition of providing for the Nation's war veterans. And this tradition has been shared by the Nation's employers and the public at large. Yet a survey conducted in January 1974 revealed an unemployment rate among disabled Vietnam-era veterans of more than 11 percent—twice the rate for the general Vietnam-era veteran population

John Richards, a research associate with the Human Resources Research Organization, was a member of the team that conducted the study that is the subject of this article.

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during the same time period.

To find out why disabled veterans have so much difficulty finding work, and to explore ways to deal with the problem, the Manpower Administration awarded a research and development grant to the Human Resources Research Organization (HumRRO). Data for the HumRRO study[1] were gathered primarily through a mail survey of more than 7,800 disabled Vietnam-era veterans. The survey was supported by personal interviews with veterans. Information also was obtained from public and private employers, State employment service personnel, the Veterans Administration, and veterans' organizations.

Since August 5, 1964, the date set as the official beginning of the Vietnam era, more than 7.2 million people have been discharged from the military services, nearly 400,000 of them disabled. Veterans Administration (VA) statistics show that the most prevalent disability is bone and joint disease and impairments; 31 percent of disabled Vietnam-era veterans are in this category. The next largest category, accounting for 20 percent of the disabled, is psychiatric and neurological disorders. Some 18 percent of the disabled have muscle injuries, amputations, or visual impairments—the injuries most people associate with combat veterans.

HumRRO found that 66 percent of the disabled Vietnam-era veterans were under 30 years of age, and 14 percent were 45 and older. Almost 75 percent of these veterans had been out of the service for at least 4 years; only 3 percent had been out for a year or less. At the time of the HumRRO survey, unemployment was highest—13 percent—among disabled veterans under 30

[1] The full study, *Disabled Veterans of the Vietnam Era: Employment Problems and Programs*, soon will be available from the National Technical Information Service, 5285 Port Royal Rd., Springfield, Va. 22151. Write there for ordering information.

Labor Dept. photos by Harrison Allen

Vietnam-era veteran John Lancaster is a staff legal consultant with the VA's Board of Veterans Appeals. Despite many employers' misgivings, disabled veterans can fill a wide range of jobs.

Peter L. Lassen, a construction project manager with the VA, checks blueprints to make sure a new VA facility will meet the needs of the handicapped. Lassen is permanently confined to a wheelchair as the result of a Vietnam-conflict injury.

years of age. Disabled veterans under 30 with severe disabilities (those with VA disability ratings of 60 percent or more) had an unemployment rate of 19 percent.

Veterans with neuropsychiatric disabilities bear the greatest employment handicap; 25 percent of the young veterans with a VA disability rating of 30 percent or more for neuropsychiatric disorders were unemployed at the time of the survey.

Letters Reveal Problems

The depth of feeling behind these statistics is reflected in the letters young, disabled veterans wrote to HumRRO researchers.

"I don't think the world owes me a living," one veteran wrote, "but it could let me make one!"

"No man anywhere should have to wait 3 years to get a decent job," said another. "Labor unions, newspaper ads, and even State employment offices don't really help. You get the runaround day after day, you go, you look, soon you run out of money, no food, no car, then where do you go? . . . You ask if we, the disabled veterans, get the jobs and help we need. I say, 'Hell no!' . . . I hope to God no vet anywhere had to go through what I did in trying to survive."

While the unemployment rate for disabled veterans 45 years and older was 10 percent compared with 13 percent for those under 30, the older veterans took longer to find work. The study showed that among unemployed disabled veterans 37 percent of those under 30 had been jobless for more than 3 months compared with 61 percent of the older veterans.

Older disabled veterans face a different set of problems when looking for work. Most younger veterans are trying

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to begin a civilian career, while older veterans usually are trying to continue a career they began in the service. Older veterans sometimes have difficulty relating their military work experience to a civilian job. Also, they are sometimes discriminated against by employers seeking younger, career-minded job applicants. And some employers use the military retirement pay received by many older veterans as an excuse for offering them low starting salaries.

The disabled veterans responding to the HumRRO survey reported that the greatest single problem they encountered in their search for employment was an almost automatic rejection by many employers as soon as the subject of disability came up. Overall, 29 percent of the veterans who had looked for work since leaving the service felt they had been turned down for jobs because of their disability. Among the severely disabled, 51 percent reported job discrimination based on disability.

Among long-term unemployed (more than 12 weeks) and discouraged (no longer looking for work) veterans, 41 percent cited specific recent incidents of what they believed had been discrimination by employers because of their disability. Of this group, 45 percent said that the employer mentioned disability as a reason for not hiring.

HumRRO researchers interviewed several employers across the Nation. A few had exemplary programs for employment of the handicapped and others gave at least equal and fair consideration to handicapped applicants, but some displayed an obvious (though often unconscious) bias toward disabled applicants.

More than half the employers responding to HumRRO's mail survey agreed with the statement "Only a few jobs in our company can be handled by handicapped workers." And half felt that most of their jobs would have to be redesigned to meet the needs of handicapped workers, even though no specific disabilities were mentioned in the survey. It would appear that employers responded to their own idea of what handicapped workers are and what they are capable of doing—a form of discrimination that enters unconsciously into employer evaluation of disabled applicants.

Philip V. Harper, national service director for the Paralyzed Veterans of America (PVA), gets background information about one of the nearly 400,000 disabled Vietnam-era veterans. PVA was chartered by Congress to assist paralyzed veterans.

Employer Attitudes Vary

The survey of employers further showed that 70 percent agreed that private industry has a responsibility to hire handicapped workers; 29 percent felt that private employers should be legally required to hire handicapped workers if they meet the job qualifications; and 77 percent thought that employers should give "special consideration" to hiring disabled veterans if they are qualified for the job.

However, when specific examples were presented, and when "consideration" was defined as giving preference over other applicants, the endorsement faded. More than half the employers

said they were in favor of giving hiring preference to a qualified veteran with an amputated leg. But only about 25 percent of the employers favored giving preference to qualified veterans with heart and circulatory trouble or to veterans who had been treated in a psychiatric hospital.

Why this erosion of support? A good guess would be the risk factor. An amputation is a relatively stable condition, while heart trouble and emotional problems are viewed by employers as being highly unpredictable. As one employer said, "The employer is responsible for the physical well-being of the employee; therefore he must employ defensively."

Lest they emerge as the villains, something should be said about the constraints under which employers operate. The average personnel officer has a corporate mandate to hire the best qualified applicant the budget will allow. As one employer said, "What we'd like to do as human beings has to be tempered by what we have to do in the realm of business." And though the business approach is somewhat impersonal, this level-headed rationality may one day lead employers to consider disabled job applicants with preference rather than prejudice. Word is getting around that handicapped workers make good employees.

The du Pont Company conducted a study in 1973 of the firm's 1,452 handicapped workers. Supervisors were asked to rate handicapped workers on their safety record, attendance, and job performance. A summary of the study reports that "the safety records of this group . . . show that 51 percent were above average, 45 percent were average and only 4 percent were below average. In attendance, 79 percent were average or above. In job performance, 37 percent were above average, 54 percent average, and 9 percent were below average."

The HumRRO study suggests several steps companies can take to ensure fair consideration of disabled job applicants. One of the most important is to reevaluate the emphasis given to physical examinations and medical histories in the applicant screening process. Physical examinations should be used for selective placement rather than selective elimination. Elimination from consideration for jobs after medical screening is one of the greatest causes of frustration among disabled jobseekers.

A large manufacturer interviewed during the study had eliminated physical examinations and all medical history information requirements. There had been no increase in the company's accident rate—a justification often used for requiring physical examinations—and the expense of performing the examinations was eliminated.

Job Analyses Advocated

Employers also could perform physical demands analyses of their jobs as the basis for an objective determination of physical requirements, the study says. Although these analyses would involve a moderate initial cost, when combined with an objective evaluation of the disabled applicant's abilities and limitations they can be used as an effective placement tool for years. One employer visited during the study had used physical demands analyses in personnel selection for over 20 years. The company had more than 250 disabled workers.

Employers also can modify jobs to reduce the effect of a handicap on the disabled worker's job performance. Often a slight modification of the work station or simply restructuring the task

'Elimination from consideration for jobs after medical screening is one of the greatest causes of frustration among disabled jobseekers.'

Veteran Thomas E. Weitzel, a double leg amputee, is an accountant with the VA's finance division. HumRRO research found employers' attitudes about amputees more favorable than those about veterans with other disabilities.

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components will enable a qualified disabled worker to perform the job, the researchers found.

Eliminating architectural barriers to allow free access to wheelchair-bound workers is critical for a large number of disabled jobseekers. In most cases, the study says, this involves only relatively inexpensive adjustments such as installing wheelchair ramps and widening restroom doors.

Finally, the attitude of the selecting official is of primary importance in the employment process. Although guided by many considerations, personal feelings and biases can be the determining factor in the selection process. A study published in the September 1972 issue of the *Monthly Labor Review* found that "criteria that disqualify candidates . . . are more personal, are probably less likely to be covered by stated organizational policy, and are much more open to subjective evaluation than are qualifications." HumRRO researchers point out that although attitudes cannot be changed by company regulations, company policies can be designed to encourage objectivity in the selection process.

In their quest for jobs, disabled veterans can go to a number of public agencies for help. Local offices of the Federal-State employment service system are required by law to give veterans priority service, and disabled veterans receive top priority. The employment service is supposed to give disabled veterans first consideration for all openings before considering nondisabled veterans and other applicants.

The Veterans Employment Service, an adjunct to the U.S. Employment Service, was established in 1933 to provide functional supervision over the registration of eligible veterans at public employment offices and generally to advance the employment of veterans. There is a State veterans employment representative (actually a Federal employee) in each State, and every local office of the State employment services has at least one local veterans employment representative (a State employee). These persons serve as the veterans' "advocate" within the employment service.

The VA has a nationwide network of U.S. Veterans Assistance Centers (USVAC) that originally were set up to provide "one-stop" service to veterans. Under the original concept, veterans would have access to personnel from the VA, the employment service, and the Civil Service Commission at one convenient location. There is at least one Veterans Assistance Center in every State, but the study found that many no longer have employment service personnel, and very few have Civil Service Commission representatives.

HumRRO researchers asked disabled veterans to indicate what sources of employment assistance they used and which source was most helpful. Just over half the respondents had gone to an employment service office, but only 4 percent said it was the most useful source.

Unmet Job Needs Cited

Many disabled veterans felt their needs were not met by the employment service. Fewer than half who felt they needed help in deciding on the appropriate job said they had received such assistance. Fewer than half who needed help in contacting employers said they got that help. Well over one-third felt they needed advice on how to talk to employers about their disabilities and their job experience, but most of these (86 percent) said the employment service failed to provide it.

The VA's primary responsibilities are to provide medical and financial assistance and counseling to veterans. But, in cooperation with the State employment services, VA does offer job placement help to hard-to-employ veterans. About 1 in 5 of the veterans surveyed by HumRRO went to the VA for employment assistance, but only 2 percent felt it was the most useful source.

The greatest number of those surveyed felt that applying directly to employers was the most productive jobseeking method. Thirty-five percent said this was the most useful technique for them.

The disabled veteran also can turn to the private sector for employment assistance. Many national veterans' service organizations counsel veterans on employment and other matters and refer them to the agency or program that can best meet their particular needs. These groups also often sponsor job fairs, and local chapters of some organizations provide direct job placement assistance.

As part of the Jobs for Veterans (JFV) Program, established in 1970 to help Vietnam-era veterans, the National Alliance of Businessmen asked employers to set aside a portion of their job vacancies "for veterans only." These pledges are referred to local employment service offices and to the VA. With strong NAB support, the JFV program was instrumental in placing almost 500,000 veterans in the first 2½ years of operation.

In fiscal year 1974, NAB, with support from the VA and the Manpower Administration, began an intensive program to help disabled Vietnam-era veterans get jobs. At the end of the fiscal year, 4,800 disabled veterans had been placed through this effort.

With overall unemployment at a relatively high level, employment assistance to disabled veterans will have to be

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redoubled to make significant progress. HumRRO researchers point to a few good signs on the horizon. The JFV Program, which hopes to place 200,000 Vietnam-era veterans this fiscal year, has been strengthened by the addition of 50 jobs-for-veterans managers in selected cities across the Nation.

NAB is stepping up its program for placing disabled veterans and hopes to find jobs for 7,500 this fiscal year, over 50 percent more than last year. A new feature, "mini-profiles," was recently added to the program. Brief resumes (mini-profiles) containing information such as education and military and civilian work experience, are prepared by the employment service for disabled veterans referred by the VA and are distributed to participating NAB employers. Help in communicating with employers about their disabilities and abilities was cited by the disabled veterans surveyed by HumRRO as one of their major unmet needs.

New Advisory Committee

A major step toward better coordination of Federal efforts to help veterans find jobs was taken last year with establishment of the JFV Interagency Advisory Committee. The group includes representatives from the Departments of Labor; Defense; Commerce; Health, Education, and Welfare; and the VA and NAB. The committee, which is chaired by the Assistant Secretary of Labor for Manpower, singled out younger veterans, minority veterans, and disabled veterans as special target groups in its action plan for this fiscal year.

Disabled veterans and other handicapped jobseekers should benefit from the provisions of the Rehabilitation Act of 1973 (Public Law 93-112). This act requires Federal Government contractors to establish affirmative action programs for the hiring of workers with physical or mental handicaps.

'. . . evaluations of employment service activities for veterans should look closely at whether the special needs of disabled veterans are being met.'

A similar provision pertaining only to disabled veterans is included in the Vietnam Era Veterans' Readjustment Assistance Act of 1974 (Public Law 93-508). Under an earlier law Federal contractors were asked to give "special emphasis" to the employment of qualified disabled Vietnam-era veterans, but "special emphasis" was never defined. The new law requires Federal contractors to establish affirmative action programs for hiring qualified disabled veterans. Furthermore, these programs are to be completely separate from the affirmative action programs required under the Rehabilitation Act of 1973.

The results of the HumRRO study point to several courses of action that could increase the disabled veteran's chances for success in finding suitable employment. The study recommends establishment of well-defined working arrangements between the employment service and the VA, particularly at the local level. Closer cooperation between these two agencies would reduce duplication and increase the effectiveness of efforts to assist hard-to-employ disabled veterans, the study says.

Turning to the role of the State employment services, the study calls for greater emphasis on identifying the needs of disabled veterans and more extensive and intensive job development. HumRRO also recommends that evaluations of employment service activities for veterans should look closely at whether the special needs of disabled veterans are being met.

Since the study shows that severely disabled veterans have the greatest employment problems, the researchers recommend increased efforts in their behalf. They said these efforts should include:

- More use of on-the-job training. Such programs instill confidence in the trainee's ability to perform productive work, and provide some income during training.
- Fuller use of the U.S. Civil Service Commission's program for selective placement of the severely handicapped. The number of disabled veterans placed through this program is very low.
- Special priority for severely disabled veterans in employment service offices.
- Special help for severely disabled veterans in communicating with employers about their disabilities and abilities. Veterans' service organizations could provide substantial support and assistance in such a program.
- Development of public service jobs for severely disabled veterans who are unable to locate suitable employment. □

News & Notes

New engineering graduates with bachelor's degrees will find better job prospects and higher salaries than other 1975 graduates, according to the 1975 Endicott Report, published by Northwestern University. This annual forecast of hiring trends and salary levels for college graduates predicts that hiring of engineers with the bachelor's degree will be up 3 percent over 1974, while demand for other graduates at the bachelor's level will be down by about one-half of 1 percent. According to the report, demand for master's degree graduates will drop about 4 percent over last year, hiring of women graduates will be up by about 7 percent, and starting salaries will rise about 5 percent across the board for 1975 graduates but slightly more for engineering graduates. The report cautions that many of the 160 firms surveyed for the report were uncertain about their 1975 hiring plans because of economic conditions.

* * *

Over 1 million full-time employees regularly worked less than 5 days a week in 1974, according to the U.S. Department of Labor's Bureau of Labor Statistics. A May 1974 survey showed that about 650,000 full-time wage and salary workers usually worked 4 days a week, over 250,000 worked 4½ days, and nearly 200,000 worked 3 days. The total of more than 1 million people who worked full time in less than 5 days was about 2 percent of the Nation's full-time wage and salary employees. Full-time workers are defined as those who usually work 35 hours or more a week. Workers on these shorter weeks were greatly outnumbered by the 9.4 million employees who regularly worked long weeks--5½, 6, or 7 days. Over four-fifths of all wage and salary employees, 48.9 million workers, continued to work 5 days a week.

* * *

Teledyne Corporation will continue operating the Phoenix Job Corps Center for another year under a $1.8 million contract with the Manpower Administration. The coeducational center has a maximum enrollment of 350. Vocational training includes courses in electronics assembly, automotive repair, business and clerical occupations, carpentry, radio and television repair, welding, licensed practical nursing, and sheet metal work.

The Federal-State public employment service is conducting a national placement effort to recruit, screen, and refer job applicants to clerical positions in 14 regional sales offices of PPG Industries' chemical division. Under an agreement between the company and the Manpower Administration, State employment service offices are handling recruiting for secretary-order clerk jobs in PPG's regional sales offices in Atlanta; Boston; Charlotte, N.C.; Chicago; Cincinnati; Cleveland; Houston; Los Angeles; Minneapolis; Philadelphia; Portland, Oreg.; St. Louis; San Francisco; and West Orange, N.J. PPG Industries (formerly Pittsburgh Plate Glass Co.) is a major producer of industrial chemicals, resins, coatings, fiber glass, and flat glass products for the construction and automotive industries.

* * *

Army recruitments during fall 1974 were 3,100 higher than predicted, Time magazine reports, quieting Pentagon fears that a volunteer army would stifle enlistment, and causing the Army to raise its acceptance standards. A significant factor in the high rate of enlistment is the growing number of unskilled youth who are fleeing a poor job market.

* * *

About $6.7 million has been awarded by the U.S. Department of Health, Education, and Welfare to institutions and organizations in 35 States, the District of Columbia, and Puerto Rico to train emergency medical services personnel. An estimated 36,000 health workers will receive training at the basic, advanced, and refresher levels in the 78 projects funded. Trainees will include 25,000 emergency medical technicians, 4,000 nurses, 1,200 physicians, and 6,000 other emergency medical service personnel.

* * *

Six new members have been appointed to the 15-member Federal Advisory Council on Unemployment Insurance, established by law to review the Federal-State Unemployment Insurance Program and make recommendations to the Secretary of Labor on its improvement. The six are: Dr. Carolyn Shaw Bell, professor of economics at Wellesley College; Mahlon T. Puryear, director of economic development for the Urban League; Robert W. Macfarlane, president of the Idaho State AFL-CIO; David

A. Sweeney, legislative and political director of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America; R. V. Thornton, executive vice president of the Grower-Shipper Vegetable Association, Salinas, Calif.; and Guy W. Nichols, president and chief executive officer of the New England Electric System. Two members were reappointed to the council: Ken Morris, director of the Detroit region of the United Automobile Workers; and Samuel E. Dyer, operating vice president of the tax department of Federated Department Stores, Cincinnati, Ohio.

* * *

In Washington, D.C., the Fourth U.S. Circuit Court of Appeals has reversed a lower court decision and found Prince William Hospital Corporation of Manassas, Va., guilty of violating the Equal Pay Act of 1963 by paying its female nurse aides less than its male orderlies. The pay for orderlies had ranged from $2.08 to $2.43 and the pay for aides ranged from $1.98 to $2.31, even though the hiring criteria for both types of worker are identical. The decision sets an important precedent for other health-care institutions.

* * *

The Center for Vocational Education at Ohio State University is compiling and studying adult-education programs which are cooperative ventures between business and State-affiliated educational agencies. The study, funded by the U.S. Office of Education, will publish its results--including a model for development of adult cooperative-education programs—in fall 1975. For further information, contact Dr. Allen B. Moore, Cooperative Adult-Education Project, Center for Vocational Education, 1960 Kenny Road, Columbus, Ohio 43210.

* * *

Federal, State, and local governments are scheduled to spend about $17 billion to aid jobless workers in 1975 through programs such as public service jobs and unemployment insurance. An estimated 13 million Americans are likely to receive some form of jobless aid some time during the year.

* * *

Some 1,100 disadvantaged, minority, and low skilled persons in 25 States will get on-the-job training in industrial skills, under a $1.1 million Manpower Administration contract with the United Automobile, Aerospace, and Agricultural Implement Workers of America. Training will take place in the aerospace, agricultural implement, and other industries, as well as in automotive plants. Under the contract, 78 percent of the trainees are to be selected from the disadvantaged and minorities. The remaining 22 percent will be low skilled underemployed persons. All stipends, on-the-job training wages, and other related costs under the contract will be paid by the Government. Training in the automobile and agricultural implement industries will be for such jobs as die setter, die cast machine operator, production welder, metal finisher, spray painter, riveter, and shear operator. Aerospace training will be in electrical work, plumbing and hydraulics, rigging and controls, and air-conditioning.

* * *

The Manpower Administration has signed a $399,371 contract with One America, Inc., based in Washington, D.C., to provide job aid to 300 female offenders in Houston, Tex. Participants will be selected from offenders 18 or older in pretrial, incarcerated, probationary, or parolee status. Services provided will include employment assistance, child care, family counseling, and job development. This contract is the last of a series of seven 1974 contracts which aim to develop model offender programs which can be used by Comprehensive Employment and Training Act (CETA) prime sponsors.

* * *

The Manpower Administration has contracted with Health and Education Resources, Inc. of Bethesda, Md., to promote the development of programs to retrain and upgrade workers in small hospitals throughout the country. The programs will be patterned after a demonstration project developed by Health and Education Resources in Colorado. There, 110 clinical laboratory workers took proficiency examinations to determine their lacks and needs, and signed up for 6 hours a week of retraining from circuit riding medical technologist instructors who took learning tools in the form of audiotaped lectures, printed materials, and slides to 33 small town hospitals.

* * *

The Vietnam Era Veterans' Readjustment Assistance Act of 1974 gives the Department of Labor new responsibilities in veterans' assistance. These include: Assuring that Federal contractors and subcontractors "take affirmative action to hire and advance in employment" qualified disabled and Vietnam-era veterans; enforcing the reemployment rights of veterans who held jobs with State and local governments before entering military service; extending priority job-counseling and placement services for veterans to spouses of certain veterans; and assisting the U.S. Civil Service Commission in developing affirmative-action regulations for the employment of disabled veterans in Federal agencies. Under the previously existing Federal law, government contractors were required to give only "special emphasis" to veterans' employment. Stronger affirmative-action provisions in the new law apply to firms holding Federal contracts or subcontracts worth $10,000 or more and cover all work of such firms, not just Federal-contract work.

Career Education Finds Strength in Union(s)

by Rose Jean Kaufman, Joseph Fisher, and John R. Magan

Worksite Career Education Project Relies on Local Union Involvement

A rose by any other name may smell as sweet, but a name—or a policy—which ignores organized labor could turn a workplace experiment in career education sour. That philosophy has prompted the Appalachia Educational Laboratory, Inc. (AEL) of Charleston, W. Va., to rename and refocus a test program in which unions have recently joined employers and educators in helping local youth explore careers and learn academic skills at worksites throughout the community.

The program dates back to late 1971 when the AEL, an educational research and development laboratory, got a National Institute of Education grant to develop what was then called an employer-based career education program. The project was part of a Federal effort to explore various ways of helping young people learn about and prepare for the work world. The basic idea behind employer-based career education was that business and industry could play an important role in preparing students for work, a task generally considered the responsibility of schools. Three other experimental projects aimed at testing this approach were funded elsewhere by the National Institute of Education.

The Charleston project got underway in 1972, when AEL staff members set up a Community Advisory Council made up of about 20 area students, parents, and representatives from business, industry, education, and State and local governments. With the council guiding policy decisions for the program, AEL staff members asked area employers to provide worksites at which students could observe workers in different occupations and actually perform tasks within their capabilities. Employers also were asked to volunteer as "resource persons" who would teach students academic subjects related to the work being done at each site.

Students began to visit the worksites in the fall of 1972. Project staff members quickly realized, however, that students' career explorations and academic advancement were being hindered by a serious omission: Organized labor, a group whose help was essential to the experiment's success, was being virtually ignored.

AEL planners had failed to seek union participation in the program. A representative of the AFL-CIO Appalachian Council, a manpower development agency funded by the U.S. Departments of Labor and Health, Education, and Welfare, had been a member of the Community Advisory Council from the beginning, but he was the only union representative. Nothing else had been done to explain the effort to organized labor or to gain its support. As a result, union members knew little about the program or its goals. Some opposed the project, fearing that students would take over their work or weaken the union, and program staffers had difficulty plac-

Rose Jean Kaufman, Joseph Fisher, and John Magan were members of the Appalachia Educational Laboratory staff that developed the career education project described in this article.

John Seafler (right) of the AFL-CIO Appalachian Council tells student Jim Monday about the kinds of manuals and other materials published by the Council.

Career Education

ing students in heavily unionized workplaces.

These local developments were accompanied by a series of union criticisms of the concept of employer-based education at the national level. For example, the AFL-CIO Executive Council adopted a statement saying, "The AFL-CIO has no intention of giving 'assistance and active support' to any plan which would turn a major part of the public schools over to a 'consortium of employers.' "

Realizing that labor's stance was threatening the program, AEL began a major effort to gain the support and participation of local union leaders. Changing the program's name was one important step; local union representatives suggested to AEL that the name of the program be changed from employer-based to experience-based career education. The National Institute of Education later adopted this name and applied it at all four locations where similar projects were underway.

New Policy, New Action

As the AEL committed itself to working with labor unions, it adopted a written policy stating that the program was not intended "to take work away from union workers but instead to expose students to career opportunities which may be available to them and to allow students to become acquainted with labor philosophy." The AEL also adopted a 10-point action program for developing working relationships with a variety of craft and industrial unions.

Three AEL members were appointed as a Committee on Labor Organizations with responsibility for spearheading the drive to gain union cooperation. After boning up on union activities, procedures, and philosophies, committee members began to meet regularly with local labor leaders. Union members were also invited to speak to program staff and students about union activities and concerns.

The push for union cooperation paid off. Of the more than 100 worksites now available to Charleston area students through the experience-based career education program, 32 are labor union sites, including hiring halls, union offices, and establishments where the entire work force is unionized. Program participants currently include unions representing bricklayers, carpenters, operating engineers, firefighters, machinists, laborers,

Janeene Ragsdale shows Mike Dineen how to operate a local telephone company switchboard.

Student Ed Dolan (center) learns to operate a traffic light switching system under the supervision of C. L. Sammons (left) and Dale Wolfe of the Charleston, West Va., Traffic Engineering Department.

millwrights, office and professional workers, roofers, glass and ceramics workers, mine workers, and tile, marble, and terrazzo workers. In addition, the West Virginia Labor Federation and the AFL-CIO Appalachian Council have volunteered their offices as sites where students can explore the kinds of work done in union-related organizations.

The contributions of organized labor, combined with those of local employers, now enable the Charleston program to give local students an alternative to high school as a means of learning about the work world and getting academic instruction. Through the program, students from the 11 high schools in Kanawha County, where Charleston is located, have the option of spending their junior year, senior year, or both at jobsites rather than in the classroom. Students choose the sites they will explore and go there 3 days a week for about 3 weeks. At the end of that time, they can move to another site or keep extending their stay for up to 13 weeks. With this option, students may go to as many as 10 or 12 different jobsites in a year. They do not receive wages while at the jobsites.

Worksite experience is designed to expose students to various occupations so they can make informed career choices and to teach students about the world of work so they will have a better chance of succeeding in it. Specific job training is not a program goal, although such learning often takes place.

The extent to which students may actually try their hands at the work they observe varies from place to place, depending on the student's age, safety regulations, and union and company rules. Some unions, for example, allow students only to watch union members, while others permit them to do union work under the guidance of union members.

Before going to union sites, students learn about organized labor from union leaders and program staff members. Materials provided by unions are available at program headquarters so students—and staff personnel—can learn about the history of labor unions and organized labor's role in improving conditions for workers and their families. AEL staff members believe that offering this perspective as well as information about management points of view helps students develop a well-rounded view of the work world.

Academic Subjects, Too

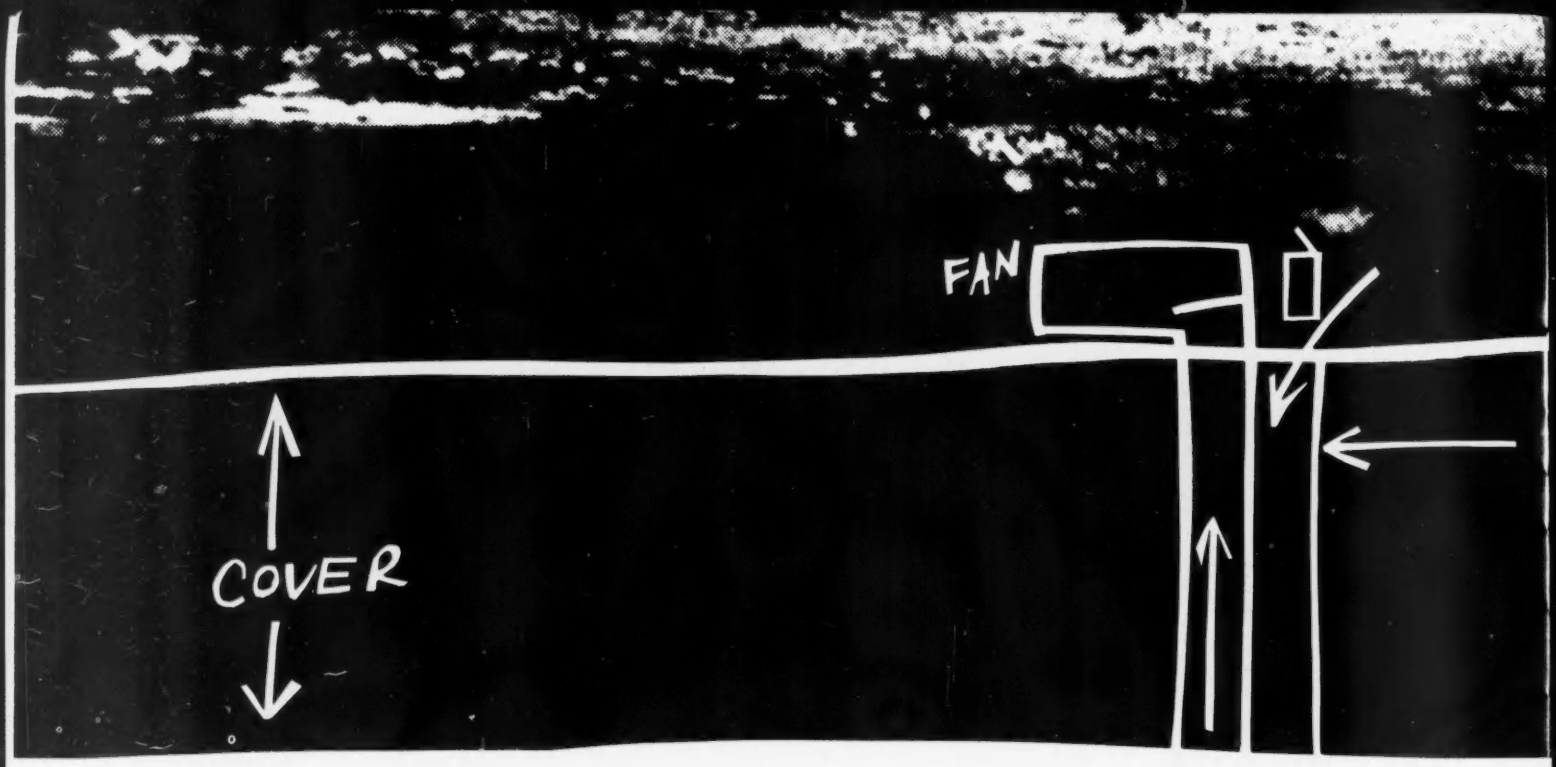
Besides offering the opportunity to explore careers, the program is designed to see whether students can learn academic subjects at worksites. To test this theory, volunteer employees or employers at the jobsites instruct students in academic subjects related to the work being done. A carpenter who volunteers to act as a resource person in the program, for example, may teach a student how to solve mathematical problems which carpenters encounter. The student receives mathematics credits toward high school graduation for this work. Similarly, a mechanic in an auto body repair shop might teach students elementary principles of physics, thereby enabling them to earn science credits.

The AEL also has set up a center at which learning coordinators employed by the program give students additional assignments. For instance, a coordinator there might assign a student to write a composition about the work he or she observes at a specific site in order to gain English credits. The coordinators help students select worksites and get the related academic instruction they need.

At the end of the senior year, program participants return to graduate with their high school classes. In 1973, 44 seniors finished high school in this way, and in 1974, 84 graduates received certificates indicating that they had successfully completed the experience-based career education program. This year, 78 students are enrolled.

Participating students, who volunteer for the program with the consent of their parents, come from varied economic and academic backgrounds. No economic criteria are used in selecting candidates, but attempts are made to choose an academically representative group. Both national merit scholarship semifinalists and a border-line special education student have completed the program.

The Charleston AEL project has taken the lead in gaining the cooperation of labor unions in experience-based career education and spurring similar activities elsewhere. Program funds, which come from the National Institute of Education and total $897,000 for the 1974-75 school year, include money earmarked for production of materials which will explain how other agencies can establish similar programs. Program personnel hope that these materials, soon to be available from AEL, will promote further union involvement in the task of educating young people for the world of work. □



Learning The Job From the Ground Down

by Terrence Kaye

Program Uses Simulated Mine to Train Coal Miners

Round metal lunch pails in their hands, their coveralls and faces covered with the fine rock dust used to neutralize the explosive effects of coal dust, a line of men emerges into the dusk of a late winter afternoon. Their dirty faces, hardhats, and electric lamps identify them as miners coming to the surface after a day's work. Yet not one of them has ever been inside a coal mine.

The structure they have been working in all day is made of concrete block, 5 feet high, and built completely above ground. It contains the same working conditions, equipment, and atmosphere of a deep mine. The men are students beginning their second week of training in the Nation's only simulated mine for preemployment training of new coal miners. At the end of 6 weeks, they will become members of the United Mine Workers and will be ready to go to work starting at $47.03 a day.

The training school, consisting of the simulated mine and a classroom and office building, is located on the Ohio River at Clarington, Ohio, next to a real mine operated by the North American Coal Company. A cooperative effort involving labor, management, and government, the school, which opened last summer, was set up to help meet the growing demand for coal miners generated by the energy crisis as well as to help reduce the high turnover and accident rates that afflict the coal mining industry. When the school opened, six major coal companies employed an estimated 7,800 persons in the 22 underground mines they operate in southeastern Ohio and nearby West Virginia. That figure is expected to rise by as much as 5,000 by the end of this year.

"There's no such thing as an unemployed experienced coal miner," says one coal company official. "So many jobs are opening up that all the experienced men are already in the mines, and our new hires must necessarily be inexperienced and unqualified."

Turnover among coal miners runs about 20 percent. Union and management officials agree that one reason for this has been lack of preemployment training or orientation that would permit new employees to become acclimated to underground work. Another factor is a union contract provision permitting mine workers to retire voluntarily at age 55. About half of all underground miners are 40 years of age or older.

Lack of training also is cited as a

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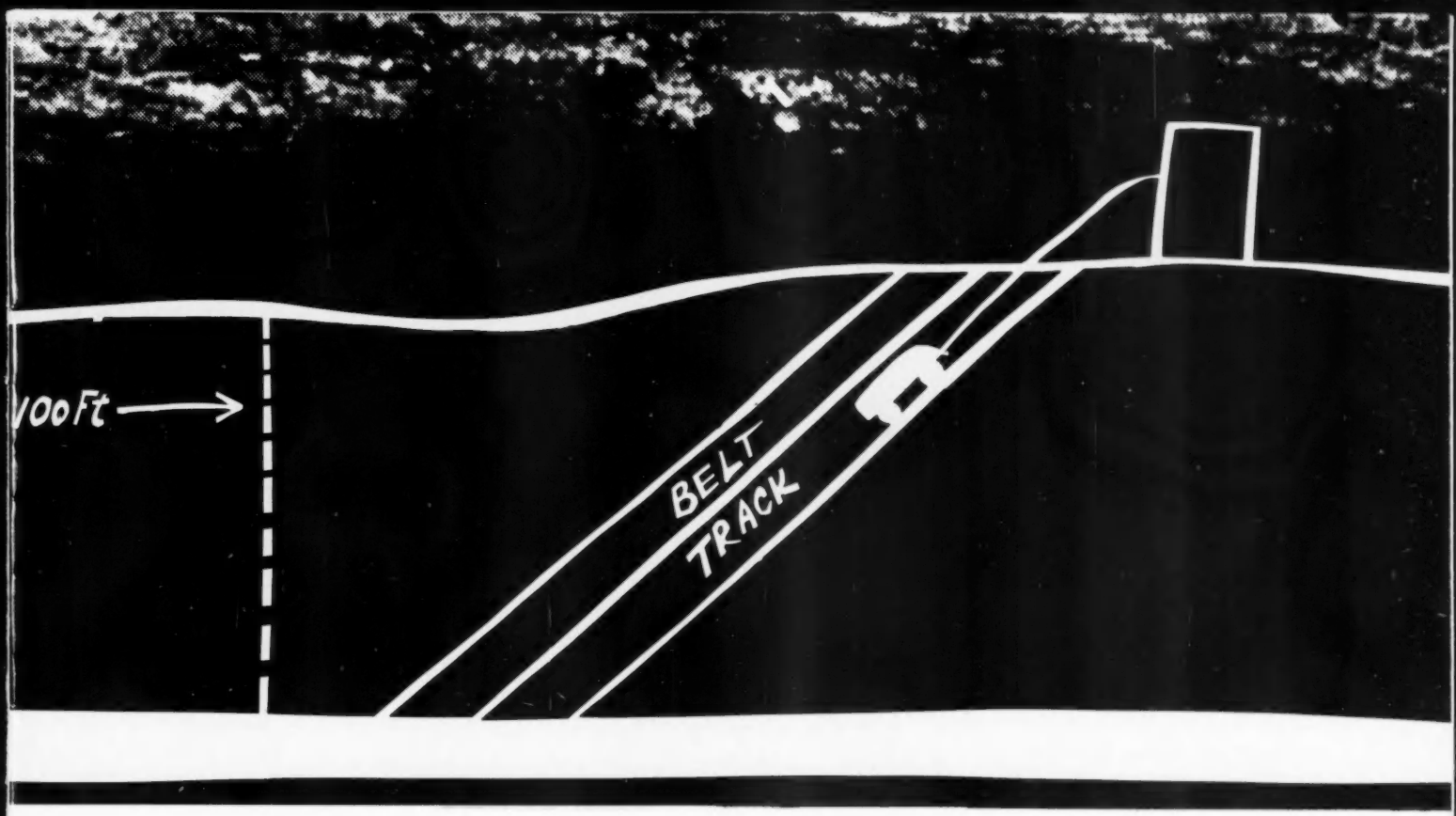

major cause of mining accidents. Safety procedures and the proper operation of complex equipment often must be learned on the job by hearsay or trial and error.

In the old days miners did not have to be especially skilled. They would crawl on their hands and knees in 36-inch-high coal seams, scratching out coal with picks and shovels. Or they would dynamite a wall of coal to break it up. To drill a hole for the explosives, one miner would lean into the wall with a hand drill while his helper pushed against him, back to back.

New Mining Skills Needed

All that has changed since World War II. Today, electric continuous mining machines, each costing over $200,000, scoop out the coal in huge bites. Other machinery transports the coal to a conveyor belt where it is hauled to the surface. Coal mining today is a complex, sophisticated, expensive undertaking, and the miner must be a skilled worker well versed in safety procedures.

The Clarington school is geared to producing such workers. It was launched with a $500,000 grant from the Manpower Administration for training allowances and lease payments on the facility, which was being built by a holding company made up of Ohio utilities. The Ohio Bureau of Employment Services did much of the original planning for the school and provided $24,000 for classroom materials, North American and other coal companies contributed the mining equipment, and the U.S. Mining Enforcement and Safety Administration provided $20,000 for miscellaneous equipment.

Trainees are recruited by the employment services in Ohio and West Virginia, or referred to the school by the coal companies. In either case, they eventually end up at the employment service office in Bellaire, Ohio, a few miles from the school. A screening committee of representatives from the Untied Mine Workers, the two State employment services, and the coal operators interviews about 60 candidates each week at the Bellaire office. Priority is given to veterans and disadvantaged workers, although many recruits do not fit in either category.

The Belmont County Joint Vocational School District is responsible for the day-by-day operation of the school. A new class of 20 students enters the 6-week program every 2 weeks, a schedule that should produce about 480 graduates in the first year of operation. Each student receives a training allowance of $70 a week plus a small transportation allowance.

The union, the coal operators, and the Mine Enforcement and Safety Administration all had a hand in developing the curriculum, which emphasizes safety throughout. All seven of the school's instructors are experienced miners and one, Jim Veneskey, is working on a master's degree in mine safety and expects to make that specialty his career.

Training Is Realistic

"The underground environment and the equipment you use is different from anything to be found on the surface," Veneskey says, "Our job is to give the green man the basics, to teach him what to expect. It must be working, because the program has been very well received by the operators. The only complaint is that we're not turning out enough. Every man who's graduated from here has been placed, except for two who took nonmining jobs."

A friendly, informal spirit prevails between students and instructors, but there are two grounds for immediate expulsion: Tardiness and carrying in-

Learning The Job

flammables into the mine. School director Walter Cochrane explains:

"On the job, if a man is late in the morning and doesn't go down with the rest, that's a lost workday. We try to instill promptness from the start, and we have terminated students who were late.

"Also, the union will not defend a man who is caught with matches or other inflammables underground, and it's just the same here. That bit of carelessness could cost lives, and we have not hesitated to terminate trainees who got caught with matches."

Students are taught every phase of underground work—operation of the continuous mining machine, installing bolts to support the roof of the coal seam, shuttle car operation, ventilation work, and gas detection and other safety procedures.

Training begins with general indoctrination, familiarization with equipment and clothing, and union-management relations. The first week concludes with the principles of accident prevention, a preview of the third week which is devoted entirely to safety.

"There is more safety training being done at this school than has ever been taught in the entire history of coal mining," says Philip Wright, personnel manager of North American Coal.

In the third week, an advanced class sets up a simulated accident somewhere in the mine, and students from the new class are called upon to form a rescue team, applying what they have learned in the classroom. The instructors have put together props including artificial "blood" and rubber body parts borrowed from the Army that make the accident look all too real. By the end of the week the students have seen simulations of a variety of accidents and injuries—electric shock, open and closed wounds from machinery, and burns. Emphasis is on prevention of mishaps, and the third week also includes instruction in firefighting methods and gas detection, where trainees learn to operate three different types of gas detectors and to interpret readings from them.

In other phases of the course trainees learn the maintenance of hydraulic and electric cables and conveyor belts. They are taught how to read mine maps and how to set timbers and roof jacks. Every week, 800 support posts are taken down, and every week a new class learns how to put them back up. By graduation time, each student has taken a turn at being equipment operator, safety officer, and supervisor. Students are graded on their classroom work and their training in the "mine." Those who successfully complete the course are certified in all aspects of the beginning miner's job, as well as in first aid.

Coal operators and the union agree that the school has improved safety conditions in the mines where its gradu-

Simulated accidents help mining trainees learn first aid. Here, a rescue team made up of students practices treating an accident victim's severed arm.

Frances Paknik, the third woman trainee and first woman graduate of the Clarington facility, now earns $42.75 a day at a new coal mine near the school.

Entrance to the simulated mine used in the Clarington training program. The sign over the entrance points up the program's strong emphasis on miner safety.

ates are working. Coal operators are required by law to conduct training for new miners, but in the past this has been confined to a 3-day orientation course which covered the minimum standards under the Coal Mine Health and Safety Act.

"There's no doubt that the time to train a coal miner is before he enters the mine," Philip Wright says. "We've seen that these boys coming out of the school do know basic coal mining. We would like to be in a position some day where all our hiring is done through the school."

This enthusiasm for the course generally is shared by the students. "Commonsense prevails over everything else at the school," according to Pat Babka, a 24-year-old former hospital purchasing agent. "The message is: 'Care about each other, and make sure you do your job, and there will be no accidents.' "

Students Have High Hopes

Like most of the other students, Babka was surprised to learn what mining is really like. "When I was younger, I had my phobias about coal mining. I thought it was some dark hole where you go down with picks and shovels. But it's really just a big room with different passageways, where you have your own work area, and most of the work is done by machinery."

Babka is excited about the future of the industry.

"There's no such thing as a miner having to stay in one place," he says. "You can rise in the union, or go company. It's up to the individual—how much he thinks of himself and how far he wants to go." He hopes someday to work for a coal company as a supply system supervisor.

School director Cochrane agrees that the prospect of good employment opportunities is what attracts area young people who might otherwise hesitate to consider mining as a career. He sums up the situation this way:

"With the projected demand for coal, there is no end to how high you can go. Add to this the pay scale, the best medical insurance plan in the world, and the fact that in this area there isn't much besides coal and steel, and the mills don't do that much hiring."

Hope for a better future is what lured Frances Paknik, 20, the school's third woman trainee and the first to complete the course. Ms. Paknik used to work in her father's laundry and spent 6 months in a fruitless search for a job. She heard women were working in the mines in Pennsylvania, so she applied to North American Coal and was referred to the school.

"They laughed at me on the first day," she recalls. "I figured if I just kept quiet everything would be OK. The hardest thing was being accepted, but that only took 2 days."

Ms. Paknik graduated from the Clarington school on December 20. Two and a half weeks later, she started work on the midnight shift at a new mine a few miles from the school. Hired for the trainee position of general laborer, she is paid $42.75 a day to shovel coal onto conveyor belts, do cleanup work, and assist any crews that need help. After 90 days, she will be able to bid for a job such as equipment operator, and the pay will increase to $47 daily.

The only woman miner among some 130 men, Ms. Paknik says conditions at the mine are about what she expected. "The school was really a good preparation and helped me a lot."

Does she think she'll enjoy being a coal miner?

"Are you kidding? With that kind of money!" □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries Division, Manpower Administration, U.S. Department of Labor, Room 10225, 6th and D Sts. NW., Washington, D.C. 20213. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Bureau of Labor Statistics, U.S. Department of Labor, Room 1512, General Accounting Office Building, Washington, D.C. 20212; President's Committee on Employment of the Handicapped, U.S. Department of Labor, Room 660, Vanguard Building, Washington, D.C. 20210. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Manpower

Monthly magazine of the Manpower Administration. Covers broad spectrum of programs and developments in job training and employment, including efforts to aid the disadvantaged, upgrading, vocational education, research, and hiring of the physically and mentally handicapped. Also contains publication page and frequent book reviews. Single copy $1.30; annual subscription $15.30, foreign mailing $19.15.

Unemployment Insurance Statistics

Monthly Manpower Administration report provides data from the 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands on benefit payment activities, employer contributions, appeals decisions, and disqualifications by issues. Data provided for selected industries and major occupational groups; and by claimant's age, sex, and duration of unemployment.

Benefit Series Service—Unemployment Insurance

Loose-leaf reference service from the Manpower Administration contains administrative and court decisions on major unemployment insurance issues and related material, by State. New case material issued monthly. Useful to persons working on appeals for unemployment insurance benefits and others interested in the unemployment insurance program. Annual subscription $16.35, foreign mailing $20.40 (binders not included).

Employment and Earnings

Monthly publication of Bureau of Labor Statistics giving current national statistics on labor force, employment, unemployment, hours, earnings, job vacancies, and labor turnover; State and area statistics on employment by major industry division; and hours, earnings, and labor turnover for manufacturing. Data presented in summary, charts, and tables. Single copy $2.35; annual subscription $28.10, foreign mailing $35.15.

Occupational Outlook Quarterly

Illustrated periodical written in nontechnical language published four times during the school year by the Bureau of Labor Statistics for counselors, teachers, educators, parents, and others who work with young people; students; and people interested in finding or changing jobs. Reports on emerging jobs, educational and training opportunities, salary trends, and the effects of changing technology on jobs. Supplements and brings up to date information in the biennial *Occupational Outlook Handbook*. Sources of free or inexpensive career and manpower publications are also listed. Single copy $1.15; annual subscription $4.30, foreign mailing $5.40.

Monthly Labor Review

Monthly Bureau of Labor Statistics research journal in economics and the social sciences. Includes analytical articles and current data on prices, wages, and productivity; employment and unemployment; and hours and earnings. Also reports on important developments in industrial relations, significant court decisions, union conventions, and labor developments abroad. Includes statistics section and book review department. Single copy $1.90; annual subscription $22.35, foreign mailing $27.95.

Performance

Monthly magazine of the President's Committee on Employment of the Handicapped. Covers progress in nationwide program to provide employment opportunities for all handicapped workers, new promotional and educational ideas and activities for the handicapped, and latest developments in rehabilitation and placement.

Employment and Wages

Bureau of Labor Statistics quarterly with statistics on employment and wages of workers covered by State unemployment insurance laws and of Federal workers covered by unemployment compensation.

Occupational Outlook Handbook, 1974-75 Edition

Bureau of Labor Statistics 884-page encyclopedia of employment information. Especially useful for students, counselors, educators, and parents. Provides up-to-date facts about the nature of work in more than 800 occupations and 30 major industries, including current employment, job prospects, education and training requirements, and earnings. For the first time occupations are organized by related activities. Also includes expanded earnings information, additional information on job characteristics as they relate to young people's interests and abilities, and an extensively revised guide on how to use the *Handbook* for career guidance. Specify BLS Bulletin 1785. $6.85.

Handbook of Labor Statistics—1974

Annual Bureau of Labor Statistics handbook contains in a 448-page volume historical tables running through calendar year 1973 of major series published by the Bureau. Includes related series from other government agencies and foreign countries. Data are grouped under economic subject matter headings. Technical Notes describing major statistical programs and identifying tables derived from each program precede the tables. Specify BLS Bulletin 1825. $5.

Job Safety & Health

Monthly magazine published by Occupational Safety and Health Administration. Covers developments in industrial safety, with special reference to activities of States and Federal agencies. Single copy $1.15; annual subscription $13.60, foreign mailing $17.

The President's Committee on Employment of the Handicapped

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